

**ANNEX O**

**HUMAN SERVICES**

**CITY OF HOUSTON**

# **APPROVAL AND IMPLEMENTATION**

## **Annex O**

### **Human Services**

**ANNEX REDACTED – DATA REMOVED**

## RECORD OF CHANGES

### Annex O

#### Human Services

Change #	Date of Change	Entered By	Date Entered

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## **ANNEX O**

### **HUMAN SERVICES**

#### **I. AUTHORITY**

See City of Houston Basic Plan, Volume I.

#### **I. PURPOSE**

The purpose of this annex is to establish a plan for providing human services to persons requiring assistance other than shelter/mass care.

#### **III. EXPLANATION OF TERMS**

##### **A. Acronyms**

ARC	American Red Cross
CCP	Crisis Counseling/Crisis Counseling Program
CISM	Critical Incident Stress Management
CVC	Crime Victim's Compensation
DDC	District Disaster Committee
DHS	Department of Homeland Security
DRC	Disaster Recovery Center(s)
EOC	Emergency Operations Center
FEMA	Federal Emergency Management Agency
HDHHS	Houston Department of Health and Human Services
HOEM	Houston Office of Emergency Management
OAG	Office of the Attorney General
SCC	State Crisis Consortium
SOP	Standard Operating Procedure
TDH	Texas Department of Health
TXMHMR	Texas Department of Mental Health & Mental Retardation

Refer to the City's Basic Plan, Volume I, section 1.3, for additional acronyms used in this annex.

##### **B. Definitions**

1. **Crime Victim's Compensation.** A state program that provides monetary assistance to victims of crime. Assistance may include paying for hospital care, traditional counseling, burial, and/or other appropriate expenses that are incurred as a result of a crime. The Crime Victim's Compensation Division of the Office of the Attorney General (OAG) coordinates this program.
2. **Crisis Counseling.** A short-term therapeutic intervention process that utilizes established mental health techniques to lessen adverse emotional conditions that can be caused by sudden and/or prolonged stress. Crisis Counseling is designed for "normal individuals who have experienced an abnormal event." Crisis counseling is not traditional therapy and is often delivered within the victim's home environment. Crisis counseling is normally set up for victims and secondary responders who have been

involved in an emergency situation, while Critical Incident Stress Management (CISM) is designed for first responders.

3. Crisis Counseling Program. These are short and long term programs funded by FEMA and the Center for Mental Health Services. The programs utilize traditional and non-traditional mental health practices in the disaster-impacted area. Texas Department of Mental Health & Mental Retardation (TXMHMR) coordinates these programs through the local mental health authority. Additional information at: [www.mhmr.state.tx.us/CentralOffice/MedicalDirector/daphomepage.html](http://www.mhmr.state.tx.us/CentralOffice/MedicalDirector/daphomepage.html).
4. Critical Incident Stress Management. CISM is a comprehensive, integrated, and multi-component crisis intervention system for the reduction and control of the harmful effects of stress. This process is primarily intended and usually designed for first responders such as law enforcement, fire, and EMS personnel. CISM is normally conducted by peers with guidance and oversight by mental health professionals. Texas Department of Health (TDH) is responsible for coordination of the Texas CISM Network.
5. Disaster Mental Health Services. Disaster mental health services include crisis counseling, CISM, and victim's services. This includes assessing short and long-term mental health needs, assessing the need for additional mental health services, tracking on-going support needs, providing disaster mental health training programs, and identifying disaster worker stress issues and needs. It is the responsibility of TXMHMR to coordinate this assessment for state and/or federal emergencies.
6. Disaster Recovery Center (DRC). A location established in a disaster area that houses federal, state, and local agencies that deal directly with the needs of the individual victim. In general, DRCs are established only after a major disaster or emergency declaration by the President.
7. Special Needs Individuals/Groups. Includes the elderly, medically fragile, mentally and/or physically challenged or handicapped, individuals with mental illness, and the developmentally delayed. These individuals may need specially trained health care providers to care for them, special facilities equipped to care for their needs, and specialized vehicles and equipment for transport in order to meet their daily needs and maintain their health and safety during emergency situations.
8. Texas CISM Network. The Texas CISM Network was established to assist emergency service personnel who have experienced a critical incident. These teams are composed of peers, clergy, and mental health professionals, all of whom are volunteers. Teams are available on a 24-hour basis and individual teams respond on the basis of availability. TDH, through the Network, provides a clearinghouse for information. Through its statewide hotline telephone number (1-800-452-6086), TDH receives and screens requests for debriefings. CISM Teams may also be contacted

directly. More information on the Texas CISM Network and a list of the CISM Teams is available at [www.tdh.state.tx.us/hcqs/ems/epcism.htm](http://www.tdh.state.tx.us/hcqs/ems/epcism.htm).

9. State Crisis Consortium. The State Crisis Consortium (SCC) is a multi-agency state organization that is designed to ensure that all mental health resources are coordinated in an appropriate manner.

#### **IV. SITUATION & ASSUMPTIONS**

##### **A. Situation**

In addition to daily tasks of providing services to citizens, there are occasions when similar services are needed during emergency situations.

##### **B. Assumptions**

1. There will be instances where the complete shelter/mass care operation will not be implemented. However, people who would not normally be clients of local and state human service agencies will require some form of public assistance under emergency conditions.
2. The American Red Cross (ARC) and Salvation Army (SA) will provide assistance to disaster victims.
3. Other professional/volunteer organizations that normally respond to emergency/disaster situations will do so.
4. Churches and church groups are a vital community resource and will function as support organizations to provide assistance to disaster victims.

#### **V. CONCEPT OF OPERATIONS**

##### **A. General**

1. The Mayor has the overall responsibility for ensuring the welfare of City of Houston residents.
2. In cooperation with available volunteer disaster assistance organizations, the City of Houston will ensure that basic human services for people are provided.
3. The ARC, other private disaster assistance organizations, and church groups will be called upon to provide support for disaster victims. The ARC has offices in many of the City's Multi-Service Centers.

##### **B. Mental Health Services**

###### **1. Crisis Counseling**

- a. If existing local resources are inadequate to meet the need for disaster mental health services, the TXMHMR, through the appropriate Mental Health Authority (State Hospital or Community MHMR Center) can provide disaster victims with emergency counseling services.

b. State Crisis Consortium

- 1) The State Crisis Consortium (SCC) is a multi-agency state organization comprised of the Texas Department of Public Safety Victim Services, the Office of the Attorney General's Crime Victims' Compensation Division, the Texas Department of Health CISM Network, and the TXMHMR Disaster Assistance Program. The TXMHMR Disaster Assistance Program coordinates the SCC during state or federally declared disasters when multiple state agencies may be required to respond to a single disaster.
- 2) The SCC is designed to ensure that all mental health resources are coordinated in an appropriate manner. The purpose of the team is to support local government through:
  - a) Assessing both short and long-term support needs of responders and victims.
  - b) Assessing the unmet needs and the need for outside additional support.
  - c) Working with local entities including government, local service providers, and local/regional agency offices to assure a coordinated response.
- 3) When the incident results in a federal declaration, the SCC will work with local government and support agencies to:
  - a) Track costs and resources allocated to relief efforts.
  - b) Track the need for referrals and on going support needs.
  - c) Coordinate private, federal, and voluntary resources.

c. In addition to local and state mental health providers, some volunteer organizations active in disasters can provide crisis counseling to disaster victims. For a description of the services that can be provided by various organizations, see Appendix 1.

2. Mental Health Support for Emergency Responders

The Texas CISM Network was established to assist emergency service personnel who have experienced critical incidents such as line of duty deaths, mass casualties, multiple fatalities, and local disasters. CISM teams are available upon request from HOEM on a 24-hour basis regardless of whether a state or federal disaster has been declared.

3. Requesting State Disaster Mental Health Services

Local government requests for state crisis counseling, CISM, and victim's services assistance should be made by the Emergency Management Coordinator or designee to the DDC Chairperson in District 2A.

C. Human Services

1. Unique demands will be placed upon the delivery of human services to include counseling, emergency assistance, and the care of special needs groups. As a consequence, the clientele groups of both local and state human service organizations will increase.
2. Emergency Assistance  
Some emergencies will occur that will not entail mass care assistance; however, a limited amount of emergency food and clothing will be needed and provided ARC.
3. Special Medical Needs Group  
Disaster victims and special medical needs groups may require assistance to meet their necessary expenses and serious needs (i.e., food, clothing, housing, medical, and financial). The Houston/Harris County Area Agency on Aging will work with their contractors and other community human services agencies to assist the elderly with human service needs.
4. Disaster Recovery Centers (DRC)  
Upon a Presidential Disaster Declaration, DRCs will be established. In addition to numerous grant and assistance programs available through the DRC, the Individual and Family Grant Program provides grants to meet those disaster-related necessary expenses or serious needs for which assistance for other means is either unavailable or inadequate.

D. Emergency Water Supplies

Water is essential to maintain life and preserve public health. If water supply systems are disrupted in an emergency, timely provision must be made to provide water to local residents whose normal supply has been disrupted. Appendix 4 to this annex outlines a number of options for providing emergency water supplies.

E. Emergency Food

In the aftermath of an emergency, local residents may be unable to obtain food from normal sources, preserve perishable food, or prepare meals due to damage to their homes and food stores or the loss of electrical or gas service. Food may be provided to disaster victims in a variety of ways, depending on the situation in the local area in the aftermath of a disaster. Among the options are:

1. Mass feeding at fixed sites, using operable kitchen facilities at schools, community centers, churches, and other community facilities.
2. Mass feeding at fixed sites using transportable kitchens operated by volunteer groups.
3. Distribution of prepared food using mobile canteens operated by volunteer groups.
4. Distribution of foodstuffs obtained from food banks that can be used by disaster victims to prepare meals.

5. Distribution of restaurant or grocery store vouchers.

The ARC, SA, and other volunteer organizations listed in Appendix 1 can provide many of these services.

F. Other Needs of Disaster Victims

1. Where emergencies result in federal emergency or major disaster declarations by the President, disaster victims may be eligible for specific human services programs as part of the recovery process.
2. Volunteer organizations active in disasters may be able to assist in meeting a number of the needs of disaster victims, including:
  - a. Basic clothing
  - b. Basic furnishings and household goods
  - c. Job-related tools
  - d. Transportation
  - e. Home clean up and debris removal
  - f. Home repairs

See Appendix 1 to this annex for a list of volunteer organizations active in disasters that operate in many areas of the state and the services they may be able to provide during an emergency.

G. Phases of Emergency Management

1. Mitigation

Identify population groups who may require special assistance during an emergency (i.e., senior citizens, handicapped, etc.).
2. Preparedness
  - a. Identify volunteer groups that can provide emergency food and clothing in the aftermath of emergency situations and other sources of emergency food and clothing.
  - b. Identify agencies or groups that can provide disaster mental health services and victims services during and in the aftermath of emergency situations.
  - c. Identify and train human services representatives who will staff the EOC.
    - a. Conduct emergency planning with human services agencies and organized volunteer groups active in disasters and develop appropriate SOPs and execute agreements where appropriate.
    - e. Determine tentative emergency assignments for available personnel and volunteers.
    - f. Encourage volunteer groups active in disasters to participate in emergency exercises.

- g. Review and update this annex and related SOPs.
- 3. Response
  - a. Provide food and clothing to disaster victims as needed.
  - b. Register evacuees and victims or assist volunteer groups in performing this task.
  - c. Provide contact information to victims who need human services assistance.
  - d. Provide human services staff support for the EOC.
- 4. Recovery
  - a. Assess needs of victims and provide assistance, including, but not limited to, temporary housing, food, clothing, clean-up services, minor home repairs, and other support.
  - b. Assess the need for disaster mental health services for emergency responders and disaster victims. Coordinates and arranges for such support if required.
  - c. Provide human services personnel to staff the DRC, if one is activated.

## **VI. ORGANIZATION & ASSIGNMENT OF RESPONSIBILITIES**

### **A. Organization**

The ultimate responsibility for the welfare of disaster victims rests with the Mayor. The Director of Health and Human Services or his/her designee will serve as the City's Human Services Officer. Services will be provided through the coordinated efforts of staff members, ARC, SA and other volunteer agencies and/or mutual-aid agreements with various support groups.

### **B. Task Assignments**

- 1. Director, Health and Human Services Department
  - a. Develop human service program to respond to a disaster
  - b. Inform the public on access to human services
- 2. Human Services Officer
  - a. Coordinate with other appropriate agencies the availability of buildings where emergency services can be conducted
  - b. Ensure coordination of social services
- 3. Mental Health Authority
  - Provide crisis counseling for disaster victims/workers

4. Office of Emergency Management  
Coordinate public transportation of special medical needs groups
5. American Red Cross (through agreement)
  - a. Provide emergency clothing
  - b. Provide emergency food
  - c. Process inquiries from concerned families outside the disaster area
  - d. Provide temporary home repairs
  - e. Provide household furniture and accessories
6. Salvation Army (through agreement)
  - a. Collect and distribute food, clothing, and other supplies
  - b. Perform counseling and morale building services
  - c. Provide specialized skills, such as interpreters and social workers
7. Houston-Harris County Area Agency on Aging  
Provide listing of seniors that may require special assistance

## **VII. DIRECTION AND CONTROL**

All activities will be coordinated through the Human Services Officer or his/her designee located in the Emergency Operations Center (EOC).

## **VIII. READINESS LEVELS**

Refer to the City's Basic Plan, Volume I, section 3.2.2.

## **IX. ADMINISTRATION AND SUPPORT**

### **A. Records Maintenance**

All records generated during an emergency will be collected and filed in an orderly manner so a record of events is preserved for use in determining response costs, settling claims, and updating emergency plans and procedures.

### **B. Preservation of Records**

Vital human services records should be protected from the effects of a disaster to the maximum extent possible. Should records be damaged during an emergency situation, professional assistance preserving and restoring those records should be obtained as soon as possible.

### **C. Training & Exercises**

1. Human services personnel that participate in EOC operations should receive training on the operation of the facility.
2. Volunteer organizations and groups that could be providing human services support during emergency situations should be invited and encouraged to participate in emergency drills and exercises where appropriate.

D. State and Federal Assistance

Refer to the City's Basic Plan, Volume I, sections 3.8.3 - 3.8.5.

**X. ANNEX DEVELOPMENT & MAINTENANCE**

The Director of HDHHS is responsible for initial development and distribution, periodic review and updating and appendices development. Each service with emergency assignments is responsible for developing and maintaining their own appendices and SOGs and for assigning personnel and equipment and providing training necessary to carry out emergency functions. This annex shall be reviewed annually and updated as per section 1.4.4 of the City of Houston Basic Plan, Volume I.

**XI. REFERENCES**

- A. ARC/FEMA brochure: *Food & Water in an Emergency*, ARC-5055 & FEMA L-210.
- B. ARC Fact Sheet: *Water Storage Before Disaster Strikes*.
- C. ARC Fact Sheet: *Water Treatment After Disaster Strikes*.
- D. FEMA brochure, *Emergency Food & Water Supplies*, FEMA-215.
- E. TXMHMR, "Disaster Mental Health Reference Bibliography" at the Disaster Assistance Program website:  
[www.mhmr.state.tx.us/CentralOffice/MedicalDirector/daphomepage.html](http://www.mhmr.state.tx.us/CentralOffice/MedicalDirector/daphomepage.html).
- F. TX CISM Network website: [www.tdh.state.tx.us/hcqs/ems/epcism.htm](http://www.tdh.state.tx.us/hcqs/ems/epcism.htm). This site provides information on CISM Teams, classes, and critical incident stress.
- G. Texas American Red Cross website: [www.redcrosstexas.org](http://www.redcrosstexas.org). This site provides information on the service areas for the Texas ARC chapters and addresses and phone numbers for those chapters.
- H. Annex C (Shelter & Mass Care) to the *State of Texas Emergency Management Plan*.
- I. Annex V (Food & Water) to the *State of Texas Emergency Management Plan*.

**APPENDICES**

Appendix 1.....	Volunteer Groups
Appendix 2.....	American Red Cross Agreement
Appendix 3.....	Salvation Army Agreement
Appendix 4.....	Emergency Water Supplies

## **APPENDIX 1 TO ANNEX O**

### **VOLUNTEER ORGANIZATIONS THAT PROVIDE HUMAN SERVICES SUPPORT DURING A DISASTER/EMERGENCY**

#### **AMERICAN RADIO RELAY LEAGUE:**

Provides and operates radio communication and personnel.

#### **AMERICAN RED CROSS:**

Provides Mass Care services (including feeding and sheltering), conducts Damage Assessment Survey, provides Emergency Health Services, provides emergency and Additional Assistance to Families (including food, clothing, shelter, medical, building and repair supplies for homeowners, occupational supplies and equipment) and handles Disaster Welfare Inquiries.

#### **BAPTIST MEN:**

Provides facilities and personnel for feeding and sheltering, volunteers for support services, other services as needed.

#### **CATHOLIC CHARITIES:**

Provides facilities and personnel for feeding and sheltering, volunteers for support services, other services as needed.

#### **INTERFAITH MINISTRIES**

A local volunteer organization that will assist with unmet needs.

#### **HOUSTON-HARRIS COUNTY AREA AGENCY ON AGING**

The agency will provide a listing of people that may require special assistance.

#### **MENNONITES:**

Provides clean-up and repair crews.

#### **REACT:**

Provides emergency communication, equipment and manpower.

#### **SALVATION ARMY:**

Provides food and housing, counseling, clothing, bedding, and furniture.

#### **UNITED METHODIST:**

Provides facilities and personnel for shelters and feeding, volunteers for support functions; can obtain ice and generators, other services as needed.

#### **VOLUNTEERS OF AMERICA:**

Handles intake and distribution of donated clothing, some furniture, and possible other items, provides some personnel for support services, may provide assistance with relief facilities, child-care units, etc.

**APPENDIX 2 TO ANNEX O**  
**GREATER HOUSTON AREA CHAPTER**  
**AMERICAN RED CROSS AGREEMENT**

Refer to Annex C - Appendix 2 of the City's Emergency Management Plan

**APPENDIX 3 TO ANNEX O**  
**SALVATION ARMY AGREEMENT**

Refer to Annex C - Appendix 3 of the City's Emergency Management Plan

## **APPENDIX 4 TO ANNEX O**

### **EMERGENCY WATER SUPPLIES**

1. In general, emergency water supplies cannot replace normal water distribution systems. In an emergency situation, people must be provided sufficient potable water for drinking and personal hygiene.
  - a) The typical planning factor for emergency water supplies of potable water is 3 gallons per person per day. If it is extremely hot, that planning factor should be increased.
  - b) Tankers carrying water intended for human consumption must be carefully inspected and sanitized. There may be a health risk in using tankers that do not normally transport potable water. When in doubt, seek advice from a public health professional.
  - c) Water is quite heavy and it is difficult for many people to carry more than 2 gallons of bottled water per trip.
2. If water supply outages are localized, the following options may be suitable:
  - a) Establish water supply points in outage areas where those who need water can fill their own containers.
    - 1) This normally requires one or more tankers and a temporary storage tank, pump, and some sort of distribution equipment – typically plastic pipe and spigots – at each site.
    - 2) As potable water tankers are generally in short supply, a tanker cannot usually afford to be tied up as a stationary water source; hence, the need for a storage tank and pump at each site.
    - 3) Containers may need to be provided for those who do not have them.
    - 4) If electrical power is out, generators may be needed to power pumps.
  - b) Establish water supply points in outage areas for distribution of bottled water. Emergency supplies of bottled water may be:
    - 1) Purchased from retailers, distributors, or commercial vendors.
    - 2) Donated by corporations, such as grocery chains.
    - 3) Obtained from stocks held by volunteer groups active in disasters.
    - 4) Requested from the State through the local Disaster District.Bottled water is normally distributed in one-gallon plastic jugs.
  - c) Distribute bottled water from trucks in affected areas on an established route/schedule.
  - d) Identify water supply points in unaffected areas and have those without water go to these points to fill their containers. If significant numbers of people do not have transportation to get them to the water supply points outside their neighborhood, this option is unworkable.

3. If the water supply outage affects the entire community, options a, b, and c above remain viable, but option d may be unworkable if there are no nearby water sources that are operable.
4. It is generally necessary to provide attendants at temporary water distribution sites to keep operations running smoothly.
5. For slowly-developing emergency situations, emergency public information announcements advising citizens to fill and store water containers in advance of the arrival of hazardous conditions may reduce later requirements for emergency water distribution.